

FINAL REPORT

OF THE WILL COUNTY

SCHOOL SURVEY COMMITTEE



WILL COUNTY, ILLINOIS

1948

TO RESIDENTS OF WILL COUNTY:

After two years of study, your Will County School Survey Committee is convinced that good schools for all the boys and girls of Will County will result from a desirable reorganization of school district boundaries.

The Committee members are of the opinion that larger administrative districts organized on a Unit (grades 1-12) basis will help achieve the following:

1. Greater equality of educational opportunity for all children.
2. A fairer distribution of the school tax burden.

However, the Committee believes that there is considerable unfairness in our present tax system, and that the property tax system as the chief means of support for schools is inadequate and antiquated.

Following is a copy of a letter from the Will County School Survey Committee to:

THE STATE ADVISORY COMMISSION
ON SCHOOL REORGANIZATION:

Gentlemen:

Because of the increased burden of taxation on real and personal property for educational support, we THE WILL COUNTY SCHOOL SURVEY COMMITTEE, feel and recommend that an increase in the State Retailers' Occupational Tax be made, if necessary, so that State Aid for schools may be increased.

Very truly yours,

WILL COUNTY SCHOOL SURVEY COMMITTEE

May
31
1948

TO RESIDENTS OF WILL COUNTY

After two years of study, your Will County School Survey Committee is convinced that your school district has been operating at a loss for a considerable number of years.

The County has determined that the present method of operation is not feasible and that a new method must be adopted.

It is the policy of the Board of Supervisors to maintain the highest quality of educational opportunity for all children.

A fair distribution of the school tax burden is essential to the maintenance of this policy.

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Very truly yours,
Board of Supervisors

WILL COUNTY, ILLINOIS

FINAL REPORT
of the
Will County
School Survey Committee
1948

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LOUIS F. BOTTINO,
Ex-Officio, Executive Secretary
Will County Superintendent of Schools

SCHOOL REORGANIZATION - - A CHALLENGE FOR 1948

Citizens of Illinois who want better schools for the children of the state have long been aware of the need for reorganization of the present school district system in Illinois. The 64th General Assembly also recognized the necessity for reorganization and took the first step in making reorganization possible by passage of House Bill 406.

House Bill 406 provided for the creation, by the school board members in the county, of a School Survey Committee consisting of nine members, five of which were to be chosen from rural districts and four from urban and city districts.

The powers and duties of the Survey Committee are as follows:

"1. To study the school districts of the county and their organization for the purpose of recommending desirable reorganization which, in the judgment of the committee, will afford better educational opportunities for the pupils and inhabitants of the county, more efficient and economical administration of public schools and a more equitable distribution of public school revenues:

2. To confer with school authorities and residents of the school districts of the county, hold public hearings, and furnish to school board members and to the public information concerning reorganization of school districts in the county; and

3. To make reports of its study and recommendations, including a map or maps showing existing boundaries of school districts and the boundaries of proposed or recommended school districts, concerning the reorganization and financing of the school districts of the county."

Will County School Board members gave their approval for conducting a survey in Will County at a meeting held in November 1945, and the Will County School Survey Committee was elected at that time. The Committee has held many regular and special meetings and has devoted many hours to the study of the school problems of the county.

A tentative report showing the results of the Committee's findings was published in November, 1947. Since that time, Public Hearings were held throughout the County. Subsequent to these Hearings, the County Survey Committee met to reconsider the Tentative Report in the light of recommendations given at the Hearings.

This final report is being filed with the County Superintendent of Schools and is being presented to the people of Will County for their study and consideration. It is the sincere wish of the Committee that the findings and recommendations given will be used as the basis for intelligent and improved discussion by the general public.

Since the Survey Committee has recommended changes of boundaries in certain school districts, it becomes the duty of the County Superintendent of Schools to hold elections in the districts or in the territory affected, within nine months after the final report of the Committee was filed in his office.

Elections shall be called and held as nearly as possible in accordance with the provisions of THE SCHOOL CODE except that the filing of a petition shall not be required and the entire area of such district or territory shall vote as a unit. Incorporated areas of 500 population or more shall vote separately from non-incorporated areas. The vote in incorporated areas of fewer than 500 population is to be counted along with the vote in the non-incorporated areas. The election will not be deemed to have carried unless the proposition receives a majority of the votes in incorporated areas of over 500 population and in the area outside all such corporate limits.

School Reorganization is a challenge to the people of Will County for 1948. It behooves us all to study the report in order that we may vote intelligently when the elections are called by the County Superintendent of Schools.

CHAPTER I

A GOOD EDUCATION FOR ALL YOUTH

The extent and character of the educational program to be desired for every child have been excellently stated by the Conference on the Reorganization of Local School Units held by the United States Office of Education in 1935.

"It is the function of the public school to provide an adequate educational opportunity for every child from the time he enters school until he is ready to take his place in adult society."

An adequate educational opportunity includes:

The Right to Live Effectively

Guidance in social living culminating in a social studies program that fits youth to take an effective part in adult society.

The Right to Be Healthy

A health and physical education program that provides periodical examination for all children, corrective treatment for those who need it, recreation and play facilities, and guidance in healthful living during the twenty-four hour day.

The Right for Basic Knowledge

Mastery of the common integrating knowledges and skills needed by all persons who will live their lives outside institutional care.

The Right for Special Help

An adaptation of the program to the needs of children who may be in any way socially, physically, or mentally handicapped.

The Right to Develop Fully

A corresponding adaptation of the program to the needs of those children who are especially talented, including emphasis upon scholarship commensurate with capacity for achievement.

The Right to Be Creative

Development of appreciation, abilities and expressions, through the creative arts.

The Right for Manual Learning

Opportunity for growth through manual activity; practical arts for the younger children and industrial and household arts for the older children.

The Right to Learn a Trade

For the older children, prevocational studies leading to later specialization in the skilled trades; and vocational preparation at the lower levels for those who must seek employment at the close of secondary school training.

It can readily be seen that the above outline is much broader than the "three R's—readin', writin' and 'rithmetic" for the elementary school, and college preparation for the secondary. Moreover, a school district which efficiently provides for teaching only the "three R's" in an elementary school may be wholly inadequate to provide a twelve-year education program which would offer music, art, health services, and vocational education. Therefore, we have seen enacted the School Survey Act that seeks to determine in what way reorganization of school districts can aid in providing the type of education desired for the youth of the counties.

CHAPTER II

TERMS COMMONLY USED IN THIS REPORT

It is always advisable to have a mutual understanding of the terms used in any discussion. Therefore, for the purpose of this report the following definitions of commonly used terms will be employed.

Administrative District vs. Attendance Areas: An administrative district includes all of the area under one governing body.

An attendance area is the territory which is served by a particular school center. One administrative district may include several attendance areas, as in most Illinois cities. In the typical Illinois one-room school district, the attendance area and the administrative district are the same. We are so accustomed to this arrangement that we tend to think of reorganization in terms of keeping the attendance area and administrative district identical. Now, it is obviously true that one school board can administer several schools. In fact, as we shall see later, this is a more efficient arrangement.

Reorganization vs. Consolidation: These terms are sometimes used synonymously, but in most of the literature and in much of the thinking throughout the state they have different meanings. For the purposes of this bulletin reorganization will refer to the alteration of administrative districts; consolidation will refer to the merging of attendance areas. A reorganized district may include several consolidations or none at all. Consolidation may have to await favorable road conditions, school building programs, etc.; reorganization need not. Thus, reorganization is the proper function of the survey committee; the new school boards elected in the reorganized school districts will eventually effect the consolidations.

Economy vs. Savings: By economy in school administration is meant the maximum service for the money expended. A saving is an actual reduction in money spent. All authorities agree that a sound school reorganization will bring about economy, but in most cases there will probably be no actual savings. It would be misleading to the people and probably disastrous in the long run to lead them to believe that there will be a reduction of school expenses. Present school needs are so great that very probably more money will be spent for schools in the future. However, such increases will be due to factors other than reorganization. Nevertheless, we can confidently expect to get more for our money under an efficiently organized system.

Instructional Efficiency vs. Administrative Efficiency: In studying the shortcomings of our schools, care must be taken to differentiate between administrative efficiency and instructional efficiency. Efficient instruction is the goal. Instruction in a school without a library or laboratory will be inefficient; insufficient supplies and equipment make for ineffective teaching; failure to take into account physical handicaps of children increases school failure.

In the last analysis the scarcity of teaching equipment, lower level of teacher training, and general unattractiveness of schools are due primarily to the administrative organization.

Unit System vs. Dual System: By a unit system is meant an administrative district including all school grades under one board of education. By a dual system is meant the prevalent organization in Illinois of separate school boards and school districts for the elementary school and the high school within a given community.

CHAPTER III

THE CHALLENGE OF SCHOOL REORGANIZATION

"THE TASK OF REORGANIZING SCHOOLS IS COMPLEX AND DIFFICULT."
—Fletcher H. Swift.

Fletcher Harper Swift in his "Studies in Public Finance, the Middle West" has said that practically every authority studying the Illinois school system for the last 100 years has made the same recommendation for its improvement.

In the last forty years Illinois has had no less than five statewide school commissions, all of which have urged reorganization of the system. But in the face of these recommendations and while other states have been decreasing the number of districts this state has not only failed to heed recommendations of school authorities but has shown a steady increase in the total number of administrative units.

There are those wanting to know why this situation persists if it is so obviously wrong. They ask, "Why is it that Illinois, a leading contributor in other realms of national thought and leadership, continues to be held up as the prime example of backwardness in its school system?"

There Are Many Inequalities Among School Districts

The small size of many of our local districts makes possible the concentration of wealth in some and the exclusion of sufficient taxable wealth in others. Some districts are unable to provide an adequate school program even when staggering under an oppressive tax burden, while others escape all but the smallest share of the cost of education.

For the school year 1946-1947 we find in Will County a variation in ability to support schools in the various districts ranging from 24 to 1. That is, taxable wealth varied to such an extent that one district was over twenty-four times as wealthy per resident pupil as another.

Taxation Without Representation Exists in Illinois

The non-high-school district board of Illinois is probably the only taxing body of its kind in existence. It has little authority except to approve and pay tuition claims for the students who attend districts operating high schools. Taxpayers in the non-high-school territory, then, have no direct control over expenditures, no voice in the policy of the high schools which their children attend, and frequently, no choice of schools. Community high school boundaries are sometimes gerrymandered in formation in order to take the more desirable taxable wealth from a non-high-school district and leave the less desirable.

In brief, the non-high-school district is undemocratic, since it denies its residents any voice in deciding the type of school for which their money will be spent, is unresponsive to local control, and is not conducive to fair financial practices.

Burden of Maintaining Schools Is Greatest in Rural Areas

The rural people have the responsibility of educating more than half of the children of the nation with 38% of the nation's wealth. In the open country this difficulty is more pronounced; farm people have 31% of the nation's children and about 12% of its wealth.

The character of the education offered to rural children is in keeping with that financial picture. In the year ending in 1942, an average of \$86 a year was expended to educate each rural child in the United States as compared to \$124 for each urban

child. The average rural teacher's salary was \$967 as compared to \$1,937 for the urban teacher. Sixty per cent of the teachers in one- and two-room schools had less than two years of training; 30 per cent of those in three-teacher schools had comparable training; 20 per cent in villages under 2,500; and 10 per cent in towns over 2,500. Of the 100,000 emergency teachers in 1945-1946, 75,000 were teaching rural children.

Rural America Is Moving to the Cities

One of the problems in educational reorganization is the increased mobility of the population. The migration from the farms is shown by the fact that in 1940 twenty per cent of the population lived on farms; in 1944 this percentage had declined to 15 per cent.

When we add to this tendency to migrate the fact that no city in the United States is self-sustaining in respect to population, it becomes obvious that rural America has the manpower pool of the future. It has been estimated that by 1990 eighty per cent of the population will be direct descendants of the people now living on farms. The problems of rural education are not of concern to rural people alone. They are problems for the whole nation.

The number of children under 5 years of age per 1,000 women between the ages of 20 and 44 was 310 for the urban population and 648 for the farm population in 1940. In Illinois it was 294 for the urban population and 532 for the farm population.

The Township Unit in Illinois Is a Remnant of the Past

The congressional township functions as a school unit through its elective trustees, whose chief function in modern times has been to appoint the school treasurer. There was a time when the township played an important role in founding an Illinois school system. In 1854 the treasurer was ex-officio superintendent of the township school system. The trustees still have very broad powers in organizing, altering, and consolidating school districts. Except for an occasional small transfer of land, however, this function has long since ceased to be exercised. The unit fails to serve any modern purpose for the schools, is excessively costly, and all of the functions of the trustees and school treasurer could be more efficiently conducted at much less expense on a county or other basis.

The Dual System of Organization Is Out of Line with Modern Education

Originally the high schools in Illinois grew up in various towns and cities as an extension of the existing grade schools. Many existing high school districts are the result of a scheme of community districts superimposed upon existing elementary school districts. There are at least seven varieties of township high school districts. These community and township organizations have little, if any, relationship to sociological communities. Moreover, they were established by a majority vote, so that any thickly populated area could create a high school district encompassing more sparsely settled neighborhoods in no wise related by community ties or school interests to the proposed school center. The long battles precipitated by this palpable injustice to the rural people have left scars that handicap school reorganizations to this day.

Authorities in school administration have repeatedly pointed out the undesirability of the dual system of schools. Education is a continuous developing process, and artificial breaks in the program are not conducive to best educational results. An adequate guidance program requires that the child be under the same administrative control from the kindergarten through the high school.

CHAPTER IV

LOOKING AHEAD IN EDUCATION

In making its recommendations for schools which will best meet our present and future needs, the Will County School Survey Committee finds itself confronted with three basic questions.

1. What is the purpose of the school districts which it proposes to form?
2. Whom shall the school serve?
3. What is to be taught in the schools to be established?

A consideration of these three questions in the light of months of study brings the School Survey Committee to the following conclusions:

(a) THE CURRICULUM (COURSE OF STUDY) OF THE SCHOOLS SHOULD REFLECT THE NEEDS OF THE COMMUNITY.

The instructional program should be based on community need, i.e., many high schools from which few of the pupils will attend college have in many cases continued to offer the same type of instruction that an Eastern college preparatory school would offer.

(b) THE DISTRICT SHOULD BE LARGE ENOUGH TO OFFER A COMPREHENSIVE PROGRAM FROM THE KINDERGARTEN THROUGH THE SECONDARY SCHOOL, CAPABLE OF MEETING THE DIVERSE NEEDS OF ALL STUDENTS AND IMPLEMENTED BY ADEQUATE GUIDANCE SERVICES.

The education from the kindergarten through the high school should be under one administration. During the early stages of pubescence a child will encounter his greatest rate of physical, emotional and social change. This will ordinarily take place between grades 7 and 10 in public schools. Certainly no more unfortunate place for a break in a child's education could be found than at the end of the eighth grade. If guidance programs are to function, if the child is to get continuous instruction to meet his individual needs, then the educational plan must be continuous from the kindergarten through the high school.

(c) THE DISTRICT SHOULD BE OF SUFFICIENT SIZE TO AFFORD THE SERVICES NECESSARY TO DEVELOP A PROGRAM ADEQUATE TO PROVIDE FOR VAST INDIVIDUAL DIFFERENCES.

Our new school must provide the facilities for meeting individual differences. This entails a program of finding and measuring those differences as well as dealing with them. It means a research staff, health services, psychological services, testing services, a complete guidance program, a program for exceptional children, skilled teaching and adequate supervision. It means a district sufficiently large and stable to afford all of these services.

(d) THE DISTRICT SHOULD BE OF SUFFICIENT SIZE TO PROVIDE A COMPLETE PROGRAM OF DISCOVERING AND PROVIDING FOR THE EXCEPTIONAL CHILD.

Some ten per cent of all children are exceptional to the extent that they need special instruction with specially trained teachers, sometimes in special rooms.

Listed among the educationally handicapped who should be provided special instruction are the crippled, cardiopathic, deaf or hard of hearing, blind or partially sighted, epileptic, mentally retarded, defective in speech, respiratory disorders and the socially maladjusted.

Illinois has a far sighted plan for caring for these children, but districts are generally too small to use the service to best advantage. If these children are to receive the educational benefits to which they are entitled and which society for its own protection should see that they get, the district organization must be large enough so that each district can economically provide proper instruction for these deviates.

(e) A SCHOOL DISTRICT SHOULD BE SUFFICIENTLY LARGE TO AFFORD ADEQUATE MENTAL AND PHYSICAL HEALTH SERVICE.

Early in the past war, Selective Service was forced to reject one-third of the eighteen-year olds and more of the older group many of whom had remedial or preventable physical defects. More than half of the rejections came from regions with the most poverty stricken schools.

In this problem of health for schools of the future, consideration must be given to the increasing prevalence of mental and nervous disorders. Thirty-five per cent of the 4F pool were rejected in the past war for mental deficiency, mental disease or mental disorders.

(f) THE DISTRICT MUST BE LARGE ENOUGH TO EMPLOY A WELL-TRAINED, FULL TIME ADMINISTRATOR AND AT LEAST ONE PERSON WHO CAN DEVOTE HIS TIME TO THE IMPROVEMENT OF INSTRUCTION.

Educational research studies published annually by the United States Office of Education number over 5,000. If a school is to keep abreast of modern findings in instructional procedures, it must employ the services of a specialist in the field of curriculum development.

(g) A MODERN ELEMENTARY SCHOOL CURRICULUM DOES NOT NECESSITATE VERY LARGE GROUPS OF CHILDREN UNDER ONE ROOF OR AT ONE SITE, BUT IT DOES NECESSITATE LARGE NUMBERS UNDER ONE ADMINISTRATION IF COMPLETE SERVICES ARE TO BE RENDERED.

Districts should be large enough to include several elementary attendance areas and facilities for instruction in art, music, handicrafts and physical education. Complete libraries, visual education programs, auditoriums, gymnasiums and laboratories should be available to all.

There are values associated with groupings of children large enough to operate complete grade systems which cannot be ignored. Interests, abilities and achievements of pupils vary with age. The social value of permitting children to act in groups near the same age cannot be overestimated.

(h) THE VARIETY OF SUBJECTS OFFERED, THE NEED FOR COMMUNITY-CENTERED ACTIVITIES, AND THE GROWING IMPORTANCE OF THE SO-CALLED EXTRA-CURRICULAR ACTIVITIES DEMAND A HIGH SCHOOL OF AT LEAST FROM 200 to 300 PUPILS.

The minimum formal curriculum for a senior high school has been outlined as including:

- (1) English and a foreign language,
- (2) social studies,
- (3) home economics,
- (4) mathematics and science,
- (5) agriculture,
- (6) commercial education,
- (7) trade training,

- (8) music,
- (9) art,
- (10) health and
- (11) physical education.

This program presupposes the whole gamut of extra-curricular activities to be conducted by the teachers of the above named subjects. In recent times we have often found these extra-curricular activities the more important activities in the modern high school, i.e., more functional English may be taught in the Camera Club than in the English class.

If a high school is to have a well rounded program including the services above mentioned, there must be a staff of fifteen teachers and a student body of approximately 300. Otherwise costs will be almost prohibitive, and the provision for individual differences cannot be made without losing the value of socialization.

(i) ADMINISTRATIVE UNITS SHOULD BE LARGE ENOUGH TO PERMIT THE DEVELOPMENT OF A WELL-ROUNDED, ADEQUATE, COMMUNITY EDUCATION PROGRAM.

The success of the agriculture and home economics programs in high schools is often attributed in part to the fact that most of these activities interweave adult education with high school instruction.

The school is in reality responsive to the community only if there is constant community participation in its activities.

There is no reason why school facilities should not be at the disposal of all in the community who wish to learn. The soil testing equipment used in agriculture instruction should be available to farmers throughout the surrounding area; shop equipment and techniques should be at the disposal of the town's artisans; sociology departments should serve community planning groups; commercial departments should contribute to better business practices in the town.

SUMMARY

SCHOOLS BASED ON THE MODERN CONCEPT OF EDUCATION REQUIRE A PROFESSIONAL ADMINISTRATOR, SUPERVISORS OF INSTRUCTION, SPECIALISTS TO PROVIDE FOR EXCEPTIONAL CHILDREN, GUIDANCE SERVICES, BROAD CHOICES OF SUBJECTS IN THE HIGH SCHOOL, AND OPPORTUNITIES FOR ADULT LEARNING. SUCH SCHOOLS PRESUPPOSE AN ORGANIZATION WITH ALL GRADES UNDER ONE ADMINISTRATION.

ALL THESE SERVICES IMPLY A LARGE DISTRICT, PROBABLY A LARGER DISTRICT THAN OTHER CONSIDERATIONS MIGHT DICTATE.

CHAPTER V

RESEARCH IN SCHOOL REORGANIZATION

Larger school units were first advocated by Horace Mann, the Nation's first student of public education in 1837. Since that time, scores of educational experts have conducted intensive research in connection with school reorganization.

School Reorganization Can Eliminate Wasteful Expenditures

In a comprehensive study of 223 reorganization surveys in the United States, it was found that over-all costs would decrease in 213 of the counties surveyed and increase in 10. For the whole group an average decrease of 7.83 per cent was found. The new buildings would add 3.8 per cent to the over-all cost of the new districts.

In West Virginia during the first year of the abolition of the district system in favor of a County system, over-all costs were reduced from \$23,258,924 to \$18,690,214. Reorganization in Wisconsin reducing 423 districts to 139 resulted in operational savings of 20.85 per cent between 1939 and 1942.

There are a number of research studies purporting to show higher per capita costs in reorganized schools. However, none of these studies compare the same schools before and after consolidation.

Most of the studies agree that reorganization will reduce costs if the same program is offered before and after reorganization. Earlier studies and studies by other than school men generally concluded that extensive savings could be made by reorganizations. Later studies by educational authorities are generally agreed that the savings effected by reorganization and consolidation will generally be absorbed by new services and other improvements in the educational program.

In all studies of costs it must be borne in mind that actual figures are outdated since World War II. It is estimated conservatively that the national income will level off at some 80 per cent higher than before the war. This means that the cost of education will have to seek a comparable level in order to maintain the same service that has been given. Estimates made by the National Resources Planning Group during the war, while not envisaging as high a standard of national income as authorities do now, estimated that to offer the services the postwar world needed, school expenditures on a national scale must be doubled.

With the certainty that regardless of any reorganization effected, school costs in Illinois will be much higher than they were before the war, it is in order to plan the school organization in such a manner as to achieve the utmost economy and yet provide an adequate educational program.

Transportation Cost Is a Vital Consideration in Planning School Reorganization

In Illinois pupil transportation costs have been unduly high. In 1944-1945 the annual cost per pupil transported was \$44.67 in Illinois, \$14.00 in Michigan, \$16.16 in Iowa, \$23.36 in Ohio, \$29.74 in Indiana, and \$20.12 for the nation as a whole. A major reason for the high cost in Illinois is the district system which makes bus route planning over large areas impractical and encourages overlapping and sometimes competing bus routes. Bus routing over large areas is more efficient. In a recent report the annual cost per pupil in the nine states organized on a township basis was \$38.13 as compared to \$15.19 in eleven states organized on a county basis.

The average annual per-pupil cost for transportation in Illinois was fourth highest in the nation in 1944-1945. Proper reorganization should reduce this high transporta-

tion cost to a sum comparable to expenditures in Ohio. If new districts are small, however, transportation will remain costly. In both Indiana, organized on a township basis, and Ohio, on a reorganized district basis, recent efforts have been made to transfer bus routing to a county plan as an economy measure.

Transportation costs vary not only with the size of the area over which buses are routed, but with the density of the population, condition of the roads, topography, ownership of the vehicle, per cent of utilization, bus miles per square mile of area served, number of trips per bus, and other factors.

Most authorities report economies when the districts own the buses, or even the bus bodies; almost all agree that these economies are substantial when school systems are large enough to buy buses on a fleet basis.

The Unit System Is More Efficient

The Research staff of the School Tax and Finance Commission has recently completed a study of Illinois schools. With regard to the Unit versus the Dual System their study led them to the following conclusions:

(1) Both the elementary and high school were more efficient under the Unit system of organization.

(2) As to costs—there was little difference in cost on the grade school (elementary) level in the Unit and the Dual systems, but the cost per pupil on the high school level was considerably less under the Unit system.

The Size of the Administrative Unit

Educational authorities generally do not favor the Township as a school administrative unit for the reason that it does not conform to community boundaries and it is generally too small for an adequate administrative district.

Sociologists and curriculum experts almost universally urge that the community be the unit of school organization.

The Population Size of a School District Is of Fundamental Importance

An Indiana study indicated that factors affecting the economical operation of schools included the size of the school, pupil teacher ratio, density of the population and limitations on transportation.

Under most conditions prevalent in Illinois, a total school population of 1,000 pupils in grades 1 through 12 should be looked upon as minimum acceptable enrollment for a community administrative district.

An investigation sponsored by the United States Office of Education in 1932 pointed out that high schools under 150 generally have inadequate pupil-teacher ratios, teacher salaries, curricular offerings, guidance programs, extra-curricular programs, instructional equipment, library facilities and provisions for individual differences.

The Illinois School Finance and Tax Commission in its study of 930 Illinois high schools found costs rising sharply with enrollments declining below 300. They also concluded that elementary attendance areas below 100 were exceedingly expensive in terms of educational values received.

CHAPTER VI

RECOMMENDED REORGANIZATION FOR WILL COUNTY SCHOOLS

The Will County School Survey Committee has reached the conclusion that the Community Unit is the most desirable type of School Organization for the schools of Will County.

The Community Unit in the judgment of the Survey Committee serves to best advantage for the child.

It is to be noted that in the Final Recommendations of the Survey Committee, the Community Unit District is recommended throughout Will County excepting in instances where present districts extend into adjoining counties. The Survey Law provides for uniform or similar action on the part of the Survey Committees of the affected counties before the boundaries of these districts may be changed.

In some instances the Will County Survey Committee was able to reach an agreement with adjoining County Survey Committees on their recommendations for overlapping districts. Where joint agreement was not reached, the districts must remain as they are, unless they avail themselves of existing statutes in becoming part of a Unit District in the near future. The Will County School Survey Committee believes it will be to their advantage to take such action in the near future.

An advantage of the Community Unit is that the schools are kept near to the people by control in the hands of a Community Board of Education. It provides very close articulation between the grades and the high school. It eliminates very small inefficient schools and to some extent spreads the tax base over a larger territory than is the case in the small district.

A fundamental concept of school organization today is in terms of the community as the minimum unit of school administration and the neighborhood as the minimum unit of school attendance areas. A community may be defined as a group of people living together in a more or less compact and contiguous territory and having a common center of interest, within which most of the basic needs of society are met. A community will usually reach out to include those residents of the region who have a common center for trading, recreation, worship, education and similar aspects of life.

The typical rural community of today is village-centered. Just how much territory a community will encompass depends on many factors—the geographic character of an area, population density, and transportation facilities. The exact limits of many communities are shifting and difficult to ascertain. Far from invalidating the importance of the community, this merely testifies to its living character. Sociologists agree that in most parts of the nation the community is the most vital and fundamental rural social grouping.

The neighborhood is less easily identified, and the educational sociologists have not arrived at an acceptable standard for this type of human organization. Several neighborhoods usually exist within a community and they may achieve their unity through one or more of the above mentioned elements of the community. While they may defy definition due to the varying nature of each, the term "neighborhood" finds common usage among the people less disturbed by binding definitions than are the experts of social organization.

The Will County Survey Committee reached the conclusion that it would recommend the reorganization of those school districts now serving an integrated community, generally speaking where THE COMMITTEE FOUND NATURAL GROUP INTEREST AROUND A COMMON TRADING, SOCIAL AND CULTURAL CENTER, AND WHERE THIS COMMUNITY WAS BEING SERVED BY ONE OR MORE SEPARATE DISTRICTS, it has recommended the merging of such school districts into one larger administrative unit.

The committee was motivated by the sole aim of providing enlarged administrative units where these units would be of educational value, and where reorganization could

be realized as a practical, feasible operation. No effort was made to suggest a reorganization merely to reduce the number of districts in Will County, nor to abolish all rural schools not meeting a rigid standard of wealth and size. **Better education, more economical administration, better financial support, and harmonious community relations were the chief points upon which proposed reorganizations were examined.**

This report does not include recommendations for the attendance areas specifically, although they were considered when the larger administrative unit was under examination. Consequently, there is no delineation of neighborhoods nor specific comments relative to the abandonment of certain schools. These are questions best answered by the local school board and executive school officers of the administrative units.

The Community Unit District as the Basis of Administration for Will County Schools seems to have advantages over all other plans in the opinion of the Will County School Survey Committee. The Community Unit district is described in the Supplement of the SCHOOL CODE (Article 8, Sections 9-14) as a school district composed of contiguous and compact territory having a population of at least 2,000 and an assessed valuation of \$6,000,000 or more. Grades 1-12, inclusive, are maintained by the Unit district.

The Community Unit district calls for a Board of Education of seven members.

Representation on these Boards must be as follows:

When a Community Unit district consists of territory in excess of **seventy-two (72)** square miles, not more than three board members may be elected from any one Township.

Regrouped School Districts in Will County Under Recommended Reorganization Are:

1. PLAINFIELD, WHEATLAND, TROY COMMUNITY UNIT SCHOOL DISTRICT to consist of all of Wheatland Township except that portion now in the Oswego High School District; and except Sections 1, 2, 3, 4, 9, 10, 11, 12 and the East one-half of Sections 5 and 8. Also Sections 17, 18, 19, 20, 29, 30, 31, and 32, and the West one-half of Sections 16, 21, 28 and 33 in DuPage Township. Also all of Plainfield Township. Also Sections 13, 24, 25, 36 and the East one-half of Section 12, the Southeast one-quarter (S. E. 1/4) of Section 23, and the East one-half of Sections 26 and 35, Na-Au-Say Township, Kendall County, Illinois. Also all of Troy Township except that portion included in the Minooka Community Consolidated, and the Minooka Community High School Districts and that portion of Section 36 lying South and East of the A. T. & S. F. Railroad.

2. WHEATLAND ELEMENTARY SCHOOL DISTRICT to comprise that portion of Wheatland Township now included in the Oswego High School District. It is recommended that the residents of this area petition to annex to the Plainfield Community Unit District if and when such district is organized. (West one-half Sections 5, 8, 17, 20, 29, and all of Sections 6, 7, 18, 19, 30.)

3. LOCKPORT, HOMER, DUPAGE COMMUNITY UNIT SCHOOL DISTRICT to consist of all of Lockport and Homer Townships, the East one-half of DuPage Township and East one-half of Sections 4, 9, 16, 21, 28, and 33 of DuPage Township.

4. JOLIET COMMUNITY UNIT SCHOOL DISTRICT to include all of Joliet Township.

5. BRAIDWOOD, WILMINGTON, ELWOOD COMMUNITY UNIT SCHOOL DISTRICT to consist of all of Reed and Custer Townships, plus all of Wesley Township, plus all of Wilmington Township, plus Florence Township, plus Jackson Township, plus that portion of Channahon and Troy Townships located South and East of the Desplaines River.

6. MINOOKA COMMUNITY HIGH SCHOOL DISTRICT BOUNDARY AND MINOOKA COMMUNITY CONSOLIDATED DISTRICT boundary as they extend into Will County to remain the same. The Survey Committee recommends that the residents of these districts avail themselves of opportunities under the SCHOOL CODE to make these boundaries coincide and to organize a Unit District from the territory now included in the Minooka Community High School and the Minooka Community Consolidated School Districts.

7. PEOTONE, GREEN GARDEN, WILTON, WILL COMMUNITY UNIT SCHOOL DISTRICT to include all of Wilton, Peotone, and Green Garden Townships, the South one-third ($1/3$) of Manhattan Township and the West two-thirds ($2/3$) of Will Township.

8. MOKENA, FRANKFORT, NEW LENOX, MANHATTAN COMMUNITY UNIT DISTRICT to include all of Frankfort and New Lenox Townships and the North two-thirds ($2/3$) of Manhattan Township.

9. CRETE, MONEE COMMUNITY UNIT SCHOOL DISTRICT to include all territory as organized on May 15, 1948.

10. BEECHER COMMUNITY UNIT SCHOOL DISTRICT to include the territory as organized on April 24, 1948.

11. DUPAGE, WILL COUNTY COMMUNITY UNIT DISTRICT. This territory includes the North one-third ($1/3$) of Wheatland Township except that part included in Oswego Community High School District, plus sections 5, 6, 7, 8, and the West one-half ($1/2$) of sections 4 and 9 in DuPage, Will County, to be added to a DuPage Community Unit District as recommended by the Du-Page County School Survey Committee.

NOTE:

Districts 9 and 10 as recommended are considered small by the Will County School Survey Committee. However, the residents of these areas have recently held elections to organize Unit Districts on this basis and the Committee feels that an election on the proposition to change these boundaries at this time would fail to carry. The Committee does, however, recommend that residents of these districts avail themselves of the opportunity under the SCHOOL CODE to unite as a single Community Unit District.

A map showing the boundaries of the new districts as recommended by the Will County School Survey Committee is being made a part of this report.

CHAPTER VII

CRITERIA FOR DETERMINING ATTENDANCE AREAS

The size and location of attendance areas will be determined by the topography, road conditions, density of population, relative isolation of areas to be served, educational objectives of the school, and the utilization of present buildings. In many localities grades one through six may well be kept in one-room schools of about 20 pupils until transportation to larger centers becomes feasible.

In analyzing potential attendance centers in order to arrive at satisfactory administrative districts, a few general principles are offered.

1. Attendance areas should be so drawn that no small child is on the bus longer than thirty minutes at a time; no junior or senior high school child longer than forty-five minutes per trip. The law empowers the state superintendent to establish standards for the safety, comfort, and convenience of pupils.

2. Attendance areas should be such that eventually all children can be enrolled in elementary schools of from 100 to 500 or high schools of from 300 to 2,000. When road conditions and building possibilities are favorable, new consolidated schools can be built. The larger building is both economically and educationally superior.

3. Attendance areas should be planned for the maximum utilization of school buildings and sites for recreation, adult education, and community enterprises of various sorts. It is poor economy to use public buildings only a few hours per day. Attendance areas should be so drawn that neighborhoods and small communities may use the school buildings as centers for a wide variety of general community affairs. The school has an obligation to the general social life of the area it serves.

4. Attendance centers should be located so as to necessitate transporting the smallest number of children, and be accessible to the largest number of persons in the general community. It is obvious economy to locate school buildings so that the smallest number of users, children and adults, will need to be transported. Villages and neighborhood centers form logical school sites. Attendance areas should be planned over the whole administrative district to utilize such centers.

5. Attendance areas should be formed with due consideration to the density of the population. Economies in reorganization are definitely limited by the density of the population. Areas of extremely sparse population may need small attendance centers for many years because of transportation difficulties. Population in the open country seems likely to continue to decline. Attendance areas should include village centers wherever possible.

6. Attendance centers should be planned for maximum safety and the most economical provision of public utilities and sanitation. Fire protection, electricity and gas service, and safe and abundant water supply, are all factors to be considered in planning future attendance centers. New schools should furnish the maximum health and safety precautions possible.

* Indicates Closed Schools 1947-48

BACKGROUND CHART OF SCHOOL DISTRICTS IN WILL COUNTY — 1947-8

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed. Bldg. Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition High School Res. Tuition
REED-CUSTER TOWNSHIP					
1	Godley	354,182	.50 .077	19	19
3	Robinson	724,772	.359	19	19
4	Johnson	423,554	.578 .062	10	10
6	East Braidwood	1,238,056	.25 .081	800	163
7	Lower Braidwood	518,471	.25 .093	72	72
206	Reed-Custer Twp. H. S.	3,476,651	.599 .063 .065	12,000	76 28
WILMINGTON TOWNSHIP					
9	Wilmington (Unit)	6,277,909	.433 .063 .112	42,000	576 133 43
10-C	Lorenzo Consolidated	3,342,610	.249 .016	47	19
CHANNANON TOWNSHIP					
17	Channanahon Grade	1,696,973	.263 .123	500	83 33
20	Schweizer	745,870	.263	10	7
TROY TOWNSHIP					
18	Link	636,508	.36 .033	13	13
19	Rock Run	556,663	.411 .075	7	7
21	Red Brick	1,255,840	.208 .042	22	5
22	Troy Center	1,106,705	.235 .038	32	16
23	Ingoldsby	510,890	.25 .031	8	1
24	*Kinney	605,045	.086 .002	2	2
25	Cronin	854,860	.25 .013	11	
26	*Sing	942,267	.067		
PLAINFIELD TOWNSHIP					
27	Foss	1,161,102	.314 .045	48	14
28	Van Horn	627,165	.299 .042	10	6
29	Caton Farm	687,441	.27 .016	9	4
202	Plainfield Con. Com. (Unit)	10,096,740	.983 .063 .245	285,000	20 98 28

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed. Bldg.	Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition	High School Res. Tuition
WHEATLAND TOWNSHIP							
34	*Tamarack	177,308	.03			5	7
37	*Spaulding Church	728,165	.043			7	
38		659,182	.221			14	5
39	Lantz	554,744	.375			10	1
40	White	859,460	.339			13	8
41	Johnson	831,335	.351			15	15
42	Lumbard	723,620	.294			9	
43	*Red School	414,295	.25			8	2
WESLEY TOWNSHIP							
44	Tilden Lawn	398,856	.574			22	6
45	Gray	173,570	.57			9	4
46	*Yeates	175,710	.474			7	6
47	Binney	497,775	.283			5	
48	Carter	343,385	.25			20	8
49	Ritchie	388,790	.263			27	12
50	Frazier	318,750	.25			10	3
51	Maine	503,210	.25			5	
52	Morgan	526,512	.238			5	6
53	Moulton	811,155	.25			15	8
54	Washington	299,226	.75			9	2
55	Union	447,191	.25			9	
FLORENCE TOWNSHIP							
60	Oak Grove	837,240	.25			17	6
61	White	565,103	.25			15	3
62	*Union	725,355	.144			4	4
63	Symerton	1,095,138	.25			12	3
65	*Starr's Grove	95,965					
67	*Forsythe	338,266					
JACKSON TOWNSHIP							
68	*Deutschman	258,365	.25			3	
69	*Coldwater	278,315				2	1
73	Brown	513,570	.345			5	1
74	Lower Ridge	554,885	.282			12	1
75	North Ridge	552,042	.25			10	1
76	Eaton	676,091	.267			15	1
77	*Troutman Grove	407,480	.25			7	3
203	Elwood Com. Cons.	1,192,045	.251			94	31

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed.	Bldg.	Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition	High School Res. Tuition
JOLIET TOWNSHIP								
78	Offermann	6,586,829	.032	.001			16	
79	Wilhelmi	1,505,883	.25	.035	.073	13,000	42	
80	*Rosehill	584,344	.089				3	
81	Union	1,228,823	.204	.043			24	1
84	Rockdale Grades	4,457,132	.263	.049	.080	15,000	282	
85	Rehn	2,599,693	.309	.099			44	
86	Joliet Grades	158,046,475	.5188	.0519	.0703	1,047,311	4930	
204	Joliet Twp. High	174,422,684	.442	.053	.0575	235,000		2325 301
								603 J.C.
LOCKPORT TOWNSHIP								
88	Chaney (Grade)	22,822,274	.263	.082	.007	25,800	290	
88A	Wilson	1,034,393	.263	.099			39	
89	Fairmont (Grade)	5,261,504	.862	.099	.056	19,500	314	
90	Taft (Grade)	4,664,106	.535	.134	.104	15,500	154	
91	Lockport Grades	6,653,773	.532	.133	.075	18,000	267	
92	Ludwig	13,084,792	.152	.057			77	
93	Hopkins	7,665,692	.025	.003			10	
95	Spangler	525,445	.49	.097			12	
96	Taylor	856,944	.263				18	
97	Daley	730,518	.35	.069	.181		22	
205	Lockport Twp. High	73,552,345	.184	.022				559 8
DU PAGE TOWNSHIP								
98	Burkhart	5,252,626	.016	.004			18	1
99	Sprague	476,720	.307	.044			16	1
100	*Lambert	532,510	.235	.01			10	3
101	*Higgins	587,715					14	1
102	Chapman	617,505	.43	.068			9	
103	Graves	565,610	.442	.956			23	5
104	Barber's Corners	759,455	.25	.007			10	3
105	Hillside	801,225	.234	.039				
WILTON TOWNSHIP								
57	Hykes Grove	589,877	.283	.036			8	
58	Lamphere	942,340	.221	.034			10	1
107	*Robbins	695,061	.222				6	
108	Wilton Center	589,733	.283	.076			12	11
109	*McGowan	509,070	.275	.072			8	
110	Wallingford	520,696	.40				10	1

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed. Bldg.	Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition High School Res. Tuition
MANHATTAN TOWNSHIP						
111	*Geuther	464,085	.282 .006		3	
112	*Mud Creek	606,052	.035 .018		2	
113	*Barr	668,962	.156 .008		74	28
114	Manhattan Grades	2,497,426	.583 .087		4	1
115	*Manhattan Center	643,107	.243		6	
116	Pfundstein	575,355	.308 .037		9	1
117	Paton	712,380	.336 .044		4	3
118	Five-Mile Grove	891,181	.199 .012		14	
NEW LENOX TOWNSHIP						
119	Reiter	710,495	.396 .074		8	2
120	Spencer	746,910	.223 .042		18	3
121	Schmuhl	574,494	.644 .073	1,000	286	13
122	New Lenox Grades	2,940,082	.339 .052	.13	11	72
123	Gougar	521,372	.439 .099		21	4
124	Francis	741,528	.257 .064		10	5
125	Marley	437,211	.548 .072		14	2
126	Lynk	474,685	.489 .044		18	10
212	Cherry Hill	536,162	.255 .096		15	1
HOMER TOWNSHIP						
127	Barnett	491,880	.423 .076		5	1
128	Hadley	335,860	.248 .062		11	2
129	*Laufer	377,938	.25		22	
130	Ross	513,465	.25 .051		23	1
131	Well's Corner	521,645	.301 .076		15	
132	Harrington	528,275	.315 .04		20	2
134	Salterman	737,895	.353 .036		14	3
135	Gooding's Grove	544,070	.402 .072		16	
PEOTONE TOWNSHIP						
136	Crawford	522,630	.498 .02		4	
137	*Sunnyside	455,855	.229		12	2
138	Piper	556,397	.318 .019		112	11
139	Peotone Grades	2,738,708	.25 .074		3	
140	*Mapleview	634,324	.164		10	
141	Cowing	512,830	.298		11	1
142	Andres	776,149	.25 .029		6	
143	*	506,834	.206		1	
144	*Monk	483,185				
207	Peotone Com. H. S.	22,045,482	.25 .019		148	16

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed. Bldg.	Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition	High School Res. Tuition
GREEN GARDEN TOWNSHIP							
145	Stassen	534,770	.25 .039			9	13
146	*Schafer	495,905	.294 .021			9	
147	Bettenhausen	451,375	.484 .058			12	1
148	Hansen	554,400	.41 .057			13	2
149	*Green Garden Center	548,595	.152 .019			4	
150	Harms	539,210	.348 .039			12	1
151	Esch	418,710	.497 .044	.056		6	
152	Hasenjager	469,240	.597 .076			10	1
153	Mueller	505,555	.453 .042			11	
FRANKFORT TOWNSHIP							
154	Hinspeter	572,110	.546 .085			19	3
155	Rahm	798,434	.263 .053			6	6
156	Ann Rutledge	295,640	.905 .0625	.176	3,710	43	12
156A	Gatter	602,685	.467 .087		1,500	20	8
157	Frankfort Grades	2,449,495	.60 .0625	.065	13,000	91	23
158	Cleveland	712,776	.263 .0625			14	2
159	Mokena Grades	2,492,349	.464 .0625	.129	3,000	141	55
161	Summit Hill	1,121,969	.232 .07			12	1
WILL TOWNSHIP							
162	Denby	582,484	.25 .036			8	3
163	Westenfeld	545,860	.286 .067			12	1
164	*Budda	576,460	.289			7	1
165	Matthias	548,170	.342			11	2
166	*Will Center	503,235	.207				
167	*Barton	599,665	.191			6	
168	Peterson	472,210	.265			13	2
169	*Lilley	464,090	.113 .012			3	
171	Smith	472,435	.295 .034			9	3
MONEE TOWNSHIP							
172	Deutsche	866,630	.301 .061			9	5
173	Rabe	578,965	.293 .019			9	11
174	*Schannen	367,815	.25			7	2
175	*Fehland	438,340	.331 .048				1
176	Monee Grades	1,745,175	.308 .076			68	20
177	Thorn Grove	721,335	.245 .062			20	8
178	*Pleasant	1,208,965	.135 .026			9	4

Present District Number	Name of District	1948 Assessed Valuation	1948 Tax Rates Ed. Bldg.	Bond	1947 Indebtedness	Enrollments (1947-1948) Elementary Res. Tuition	High School Res. Tuition
WASHINGTON TOWNSHIP							
179	Salzman	919,352	.261 .023			7	3
180	Heuch	799,931	.234 .007			5	
181	Heller	707,745	.147 .015			10	
182	Beecher Grades	2,305,060	.361 .063	.048	3,000	51	
183	Meyer	890,612	.221 .012			15	
184	Teske	782,186	.226 .014			3	
185	Eagle Lake	1,232,880	.186			10	
200	Beecher Com. H. S.	9,844,971	.36 .037				84
CRETE TOWNSHIP							
186	*Scheiwe	736,345	.142			3	
187	Goodenow	1,135,850	.339 .046			13	
188	Union	1,009,290	.201 .011			23	
189	Crete Grades	6,872,609	.409 .038		9,000	232	7
190	*Beebe Grove	1,242,491	.042			5	
191	Piepenbrink	582,970	.37 .024	.075	2,700	9	1
201	Crete Community H. S.	12,781,710	.407 .056	.146	266,000		176 12
WASHINGTON FRACTIONAL							
192	Wehrmann	500,885	.395 .011			16	
CRETE FRACTIONAL							
193	Endor	992,330	.25 .021			13	
NON-HIGH							
208	Non-High of Will Co.	60,291,508	.236				580



